

RWANDA REVENUE AUTHORITY



TAXES FOR GROWTH AND DEVELOPMENT

RRA ACTION PLAN 2018/19

June 2018

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LIST OF ABBREVIATIONS

A&LD	Administration and Logistics Department
AEO	Authorised Economic Operator
BI	Business Intelligence
CDTD	Commissioner for Domestic Tax Department
CG	Commissioner General
CIT	Corporate Income Tax
COMESA	Common Market for Eastern and Southern Africa
CRMD	Corporate Risk Management Department
CSD	Customs Services Department
DTD	Domestic Tax Department
EAC	East African Community
EBM V.2.0	Electronic Billing Machine Version Two
FY	Financial Year
GDP	Gross Domestic Product
GIS	Geographic Information System
HRD	Human Resource Department
ICT	Information, Communication and Technology
ISO	International Standard Organisation
IT	Information Technology
L&BS	Legal and Board Secretariat
LG	Local Government
LTO	Large Taxpayers Office
MINECOFIN	Ministry of Finance and Economic Planning
MOU	Memorandum of Understanding
NBR	National Bank of Rwanda
NEC	National Electoral Commission
NGO	Non Governmental Organisation
NIDA	National ID Agency
OAG	Office of the Auditor General
PAYE	Pay As You Earn
PIT	Personal Income Tax
QAD	Quality Assurance Department
QMS	Quality Management System
R&DT	Regions and Decentralised Taxes
RCA	Rwanda Cooperative Agency
RGB	Rwanda Governance Board
RI&ED	Revenue Investigation and Enforcement Department
RRA	Rwanda Revenue Authority
RURA	Rwanda Utilities Regulatory Authority
SIGTAS	Standard Integrated Government Tax Administration System
SMT	Senior Management Team
SMT0	Small and Medium Taxpayers Office
SWOT	Strengths, Weaknesses, Opportunities and Threats
TAC	Tax Advisory Council
TADAT	Tax Administration Diagnostic Assessment Tool
TPS	Taxpayer Services Department
VAT	Value Added Tax
V-SDC	Virtual Sales Data Controller
WASAC	Water and Sanitation Corporation

FOREWORD BY THE COMMISSIONER GENERAL



I am very honoured to present the Rwanda Revenue Authority 2018/19 Action Plan.

2018/19 is a unique fiscal year for RRA where a Future Operating Model will be designed in order to adapt RRA to future demands and opportunities to support national development and to build RRA to become the employer of choice.

It will also be the base year for RRA to set the course for its next strategic priorities.

In this context, the RRA Action Plan 2018/19 has been prepared as a bridge between the last RRA Strategic plan 2015/16-2017/18 and the new one to be developed in 2018/19 fiscal year.

During 2018/19, RRA will focus on five key strategic priorities that include enhancing tax compliance, improving VAT administration, widening tax base, improving provision of taxpayers' services and strengthening internal capacity and coordination. All these are aligned to the RRA strategic goal of optimising revenue collection.

Overall revenue targets for 2018/19 have been set at Rwf 1,429.6 billion and the Government has to a larger extent provided the resources and support that we need to execute our responsibilities. Indeed, we shall continue to count on the Board of Directors' support and guidance. Even though the year may seem challenging, with determination of RRA staff and strong partnership with all stakeholders, we believe we shall conclude it on a positive note.

As we mark RRA's 20th year of existence, the best gift to our country is to work towards economic independence through efficient revenue mobilisation and equally important help businesses to grow.

It is the responsibility of all RRA staff to own and implement this 2018/19 RRA action plan.

A handwritten signature in blue ink, appearing to read 'Richard Tusabe'. The signature is stylized and fluid, with a long horizontal stroke extending to the right.

Richard TUSABE
Commissioner General

I. INTRODUCTION

The RRA Action Plan 2018/19 builds on the registered experience and achievements from the implementation of the RRA Strategic Plan 2015/16-2017/18.

In 2018/19, RRA will contract the services of an external consultancy firm to develop a Future Operating Model that will guide strategic investments over the next 5-10 years and will directly inform the next RRA Strategic Plan. It is expected that the design of the RRA Future Operating Model will be completed by June 2019, so it will guide the RRA investment priorities for 2019-20 fiscal year and beyond.

In this context, the RRA Action Plan 2018/19 has been prepared as a bridge between the last RRA Strategic plan 2015/16-2017/18 and the new one to be developed in 2018/19 fiscal year.

Core activities to be performed by RRA for the FY 2018/19 are aligned to the strategic goal of optimised revenue collection, five strategic priorities (outcomes) and sixteen sub-priorities (outputs) as indicated below:

STRATEGIC GOAL: OPTIMISED REVENUE COLLECTION

PRIORITY 1: ENHANCED TAX COMPLIANCE

- 1.1 Compliance management system strengthened;
- 1.2 Compliance campaigns conducted;
- 1.3 Stakeholder partnership and collaboration strengthened;
- 1.4 RRA litigation management improved;
- 1.5 Tax laws reviewed and standardised.

PRIORITY 2: IMPROVED VAT ADMINISTRATION

- 2.1 Electronic Billing Machine (EBM) compliance strategy implemented;
- 2.2 VAT administration improved.

PRIORITY 3: WIDENED TAX BASE

- 3.1 Electronic Billing Machines rolled out to non-VAT registered taxpayers;
- 3.2 Tax register expanded;
- 3.3 Local government tax/fees collection improved.

PRIORITY 4: IMPROVED PROVISION OF TAXPAYER SERVICES

- 4.1. Tax communication strategy implemented;
- 4.2. Customer feedback mechanism streamlined.

PRIORITY 5: STRENGTHENED INTERNAL CAPACITY & COORDINATION

- 5.1 Human resources management strengthened;
- 5.2 Internal control systems and skills capacity strengthened;
- 5.3 Sustainability and security of IT systems enhanced;
- 5.4 Research, data analysis, monitoring and evaluation strengthened.

FY 2018/19 is a unique fiscal year for RRA where a Future Operating Model will be designed in order to adapt RRA to future demands and opportunities to support national development and to build RRA to become the employer of choice. It will also be the base year for RRA to set the course for its next strategic priorities.

The revenue targets set for 2018/19 are challenging but we remain optimistic that they will be attained due to the support that RRA enjoys from the Government of Rwanda, the Board of Directors, the strong partnership with the private sector, the good relationships with compliant taxpayers and the strong commitment that is always demonstrated by its staff.

II. CORPORATE STATEMENTS

In order for the RRA to focus its resources on those services that contribute to Government priorities, it is necessary to define a mission statement, vision and core values. The intention is to develop a shared understanding of the RRA's overall goal which is to *optimise revenue collection*, in order to provide the foundation upon which the action plan is based.

RRA's corporate statements are defined below.

2.1 MISSION

Mobilize revenue for national development through efficient and equitable services that promote business growth.

2.2 VISION

To become a world-class efficient and modern revenue agency, fully financing national needs.

2.3 CORE VALUES

The guiding principles to our activities as an organization both internally and externally will be guided by the following core values:

- **Integrity:** being honest and sincere, and having moral or ethical convictions that lead you to do the right thing in all circumstances, even if no one is watching you.
- **Transparency:** with due regard to confidential information, work is done in an open way so that people can trust that we are fair and honest.
- **Professionalism:** providing quality service, being reliable and responsible, not upsetting one another intentionally, always endeavoring to present negative feedback constructively, and taking pride and ownership in all that we do and say.
- **Customer focus:** providing timely, responsive and proactive service to all our customers, meeting their legal needs, asking them what we could have done better to check if they are sufficiently satisfied, and implementing their appropriate suggestions and requests.
- **Teamwork:** providing support to one another without having to be asked, helping others to achieve their deadlines, working co-operatively, respecting one another's

views, making work environment fun and enjoyable, and bringing conflict out into the open and dealing with it constructively.

III. SWOT ANALYSIS

RRA has conducted an analysis of the environment to determine our strengths, weaknesses, opportunities and threats (SWOT). The SWOT analysis allows us to find the best match between external and internal environmental trends that manifest as strengths, weaknesses, opportunities and threats. As such, this SWOT analysis helps to exploit opportunities and overcome weaknesses at the same time protects the organization from threats of the external environment through development of contingent plans.

3.1 Strengths

- a) Strong commitment of RRA staff;
- b) Existence of strong taxpayer education program;
- c) Enhanced RRA operations through modern ICT systems and infrastructure;
- d) Use of Electronic Billing Machines for efficient administration of VAT;
- e) Existence of the corporate risk management function;
- f) Use of a revenue forecasting model and acquired some skills to ensure more precise and accurate revenue target;
- g) Plan for the acquisition of big data analytics capabilities;
- h) Implementation of Single Customs Territory for EAC countries;
- i) Strong partnership collaboration;
- j) Existence of a fully fledged in house training institute and continuous support to staff capacity building;
- k) Improved customer care and service delivery.

3.2 Weaknesses

- a) Low tax to GDP ratio at **15.4%** that remains far below the **18%** average for the Sub-Saharan Africa;
- b) Limited analytical skills to influence tax policy;
- c) Limited skills in some technical areas e.g. dealing with transfer pricing by multi-national corporations;
- d) Low domestic tax audit coverage;
- e) Delay in recovering tax arrears;
- f) Low quality data from some RRA systems;
- g) Inadequate monitoring and evaluating mechanism of corporate priorities.
- h) Poor reading and research culture among RRA staff.

3.3 Opportunities

- a) Stable political and economic environment;
- b) Strong political support;
- c) Certification of taxpayers financial statements;
- d) All-inclusive national ICT strategy;
- e) Professionnalisation of tax advisors;
- f) TADAT assessment that is guiding and informing the course of action for the RRA;

3.4 Threats

- a) Existence of a cash based economy in the country encouraging non-compliance for some tax payers
- b) Tax base erosion due to increasing tax-incentives and exemptions;
- c) New and constantly-evolving smuggling techniques;
- d) Tax planning activities by some taxpayers;
- e) Low compliance levels by some taxpayers to declare and pay taxes due and on EBM usage;
- f) Transfer pricing by multi-national corporations.
- g) Staff turnover due to comparatively better remuneration by the private sector;

IV. ACTION PLAN PRIORITIES FOR 2018/19

In FY 2018/19, RRA will continue to focus on optimization of revenue collection from the current levels to enable the Government to meet its economic and social obligations.

For the financial year 2018/19, tax revenue targets have been set at Rwf **1,372.7 billion** of which **Rwf 1,353.0 billion** are expected to come from Central Government Taxes and **Rwf 19.7 billion** from Local Government Taxes. In addition, RRA has to collect **Rwf 56.8 billion** of non-tax revenues, of which **Rwf 40.46 billion** will be collected from Local Government Fees, while **Rwf 16.38 billion** are expected to come from non-tax revenue collected by RRA on services.

Revenue projections for FY 2018/19 are underpinned by several on-going as well as new activities to be implemented by RRA according to its five strategic priorities mentioned above which are: enhance tax compliance, improve VAT administration, widen the tax base, improve provision of taxpayer services and strengthen internal capacity and coordination.

KEY ACTIVITIES TO CONSIDER IN THESE PRIORITY AREAS

1. Enhance tax compliance

The following key activities will be performed by RRA towards the achievement of this key priority:

- a) Implement compliance improvement plan 2018/2019.
- b) Collect data and report on taxpayer compliance levels.
- c) Establish the Head Quarter function for quality review and maintenance of tax registry.
- d) Use risk management systems through data matching to raise revenue and administrative efficiency.
- e) Enhance tax audit efficiency by implementing tax and post clearance audit plans, partnering with external auditors and carrying out transfer pricing audit cases.

- f) Share the updated valuation databases and further analyse risk products.
- g) Carry out enforcement operations of tax arrears.
- h) Conduct awareness campaigns through Radio, TV, mobile phones, online media, print media and other media channels.
- i) Negotiate for signing MOUs and information exchange agreements.
- j) Train and sensitise stakeholders on Authorised Economic Operators program.
- k) Handle on time appeal cases.
- l) Update database on court rulings and review all court cases lost by RRA to identify the reasons and propose mitigating measures.
- m) Conduct review of tax laws.

2. Improve VAT administration

Under this key priority, we will focus on the following activities:

- a) Install EBM V.2.0 software to taxpayers' machines and provide training to machines' users.
- b) Activate Virtual Sales Data Controller (V-SDC) and conduct awareness campaign.
- c) Conduct a consumer incentives pilot to test out effectiveness on EBM compliance.
- d) Conduct EBM enforcement operations in Kigali City and Provinces.
- e) Implement the EBM communication strategy.
- f) Reinforce data matching of input/output VAT in order to quickly highlight risky taxpayers.

3. Widen the tax base

RRA will concentrate on the following key activities in order to widen the tax base:

- a) Roll out EBMs to non-VAT registered taxpayers.
- b) Use third party information (data matching) and identify potential taxpayers to be registered for different tax types.
- c) Enhance Local Government Management System and integrate LG database with those of 4 external stakeholders.
- d) Complete integration of the Geographic Information System (GIS) into the Local Government Management System.

- e) Develop guidance for a computer-based asset valuation system.
- f) Carry out enforcement of arrears for local government taxes and fees.

4. Improve provision of taxpayer services

Key activities in this key priority will entail:

- a) Sensitize and educate taxpayers and other key stakeholders through seminars, meetings, tax clinics, tax education, dialogues, consultative meetings, etc.
- b) Sign MOUs with various stakeholders in specific sectors aimed at extending continuous training of newly recruited taxpayers.
- c) Organize Taxpayers' appreciation Day and 20 years of the RRA existence.
- d) Put in place and use software to monitor the implementation of RRA service charter.
- e) Carry out evaluation of the implementation of existing communication strategy.
- f) Carry out performance evaluation of the call centre to inform its resources needs.
- g) Activate RRA website- live chat.

5. Strengthen internal capacity and coordination

The following activities will be considered in 2018/19 in order to strengthen internal capacity and coordination:

5.1 Strengthen human resources management through the following initiatives:

- a) Implement the approved staff welfare projects.
- b) Acquire and use the Integrated Human Resource Information System (HRIS).
- c) Conduct analysis of employee assistance programmes and identify supports for the RRA in counselling and advices services.
- d) Conduct succession planning exercise to identify pipeline for senior roles and gaps to be addressed.
- e) Implement coaching and mentoring policy.

5.2 Strengthen internal control systems, skills capacity and working environment by performing the following activities:

- a) Design the RRA Future Operating Model.
- b) Implement the ISO 27001:2013 Standard (for Information Security Management Systems) and invite certification auditor.

- c) Conduct internal audits and Quality Management Systems audits and implement all audit recommendations.
- d) Implement annual action plan 2018/19 of the integrity and anti corruption strategy.
- e) Conduct audit for ISO 9001: 2015 recertification to RRA.
- f) Conduct integrity perception survey.
- g) Implement RRA staff training plan.
- h) Streamline RRA collaboration and coordination in capacity building, with other Revenue Administrations and High Learning Institutions.
- i) Develop capacity building strategy.
- j) Implement the risk mitigation strategies.
- k) Renovate the RRA/OAG/NEC complex.
- l) Carry out SAGE X3 enhancements, support, Users' trainings and Certification.
- m) Produce and submit revenue accountability and entity financial reports.

5.3 Enhance sustainability and security of IT systems by implementing the following initiatives:

- a) Carry out data migration for all taxpayers.
- b) Carry out integration of e-tax system with RGB system to automate registration of local NGOs and with RCA system to automate registration of cooperatives.
- c) Enhance IT systems sustainability and Business Continuity.
- d) Upgrade IT asset and licensing.
- e) Interface Single Window with RURA.
- f) Automate the advance ruling, the export processing zone and develop online application for appeal in customs.

5.4 Strengthen research, data analysis, monitoring and evaluation by carrying out following activities:

- a) Conduct at least four research studies.
- b) Organise the first RRA research day.
- c) Provide input in setting revenue targets and prepare and disseminate statistical information on revenue data and other publications.

- d) Upgrade operating system and enhance Data Warehouse and Business Intelligence System.
- e) Prepare and monitor the implementation of RRA action plans.
- f) Prepare the RRA Strategic Plan 2019/20-2021/22.

V. MONITORING AND EVALUATION FRAMEWORK

In order for the 2018/19 Action Plan to be effective and to ensure the relevant activities are implemented, a monitoring and evaluation framework is required. The following monitoring and evaluation framework logically links outputs and activities to the RRA strategic priorities. Indicators and baseline statistics have been identified and annual targets have been set.

Implementation and progress will be closely monitored by the RRA Senior Management Team (SMT) who will discuss monitoring reports to ensure significant progress towards achieving the targets and key priorities set out in this action plan.

RWANDA REVENUE AUTHORITY ACTION PLAN FOR FY 2018/19

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
STRATEGIC GOAL: OPTIMISED REVENUE COLLECTION					
Amount of RRA tax revenue collection.	Rwf 1,234.2 billion.	Rwf 1,353.0 Bn Q1: Rwf 310.4 Q2: Rwf 332.3 Q3: Rwf 347.8 Q4: Rwf 362.5	Refer to priorities and sub-priorities below.		LTO, SMTO, R&DT, CSD
Amount of Local Government tax revenue collection.	Rwf 18.8 billion.	Rwf 19.7 Bn Q1: Rwf 0.8 Q2: Rwf 0.7 Q3: Rwf 16.5 Q4: Rwf 1.7	Refer to priorities and sub-priorities below.		R&DT
Amount of Local Government fees revenue collection.	Rwf 34.9 billion.	Rwf 40.5 Bn Q1: Rwf 8.0 Q2: Rwf 14.1 Q3: Rwf 9.2 Q4: Rwf 9.2	Refer to priorities and sub-priorities below.		R&DT
Amount of RRA non-tax revenue collection.	Rwf 16.37 billion.	Rwf 16.4 Bn Q1: Rwf 4.2 Q2: Rwf 4.1 Q3: Rwf 4.1 Q4: Rwf 4.0	Refer to priorities and sub-priorities below.		Finance

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
OUTCOME / STRATEGIC PRIORITY 1: ENHANCED TAX COMPLIANCE					
Implementation level of the compliance improvement plan for FY 2018/19.	80%	85% Q1: 50% Q2: 75% Q3: 80% Q4: 85%			DTD TPS CSD CRMD RIED
<i>Output/Sub-priority 1.1: Compliance management system strengthened</i>					
Number of monitoring reports on the implementation of compliance improvement plan 2018/19.	4	4 Q1: 1 Q2: 1 Q3: 1 Q4: 1	<p>Conduct monitoring of the compliance improvement plan 2018/19 and produce quarterly reports.</p> <p>Conduct flat regime taxpayers' analysis.</p> <p>Identify cases on public tenders for audit purpose and prepare related reports.</p> <p>Conduct economic sectors performance and tax compliance analysis.</p> <p>Develop compliance improvement plan for FY 2019/20.</p>	<p>Sept 2018-Jun 2019</p> <p>Oct-Nov 2018</p> <p>Oct-Dec 2018</p> <p>Jul 2018-Jan 2019</p> <p>April-June 2019</p>	CRMD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Number of reports on taxpayer compliance levels.	4	4 Q1: 1 Q2: 1 Q3: 1 Q4: 1	Collect data and report on taxpayer compliance levels. Develop overall risk rules for accurate report in BI system to support the risk assessment for audit. Develop overall risk rules for filling reports in BI system. Identify importers with exceptional increase volume of imports in short time and produce quarterly reports.	Quarterly Jul-Dec 2018 Jan-Jun 2019 Quarterly	CRMD
Taxpayer registry status.	Updated taxpayer registry.	Regular update of taxpayer registry.	Establish the Head Quarter function for quality review and maintenance of tax registry.	November 2018	SMTO
Number of domestic tax audit cases completed.	LTO: 106	110 (103 comprehensive, 3 issue oriented and 4 transfer pricing audit cases) Q1: 26 Q2: 31 Q3: 16 Q4: 37	Implement fully the DTD tax audit plan. Partner with external tax auditors and carrying out transfer pricing audit cases.	Jul 2018-Jun 2019 Jul 2018-Jun 2019	LTO, SMTO, R&DT

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
	SMTO Kigali: 140	200 (80 comprehensive and 120 issue oriented audit cases) Q1: 45 Q2: 65 Q3: 45 Q4: 55			
	DTD Regions: 174	300 (100 comprehensive and 200 issue oriented audit cases) Q1: 75 Q2: 75 Q3: 75 Q4: 75			
Number of Local Government tax audit cases completed.	53	48 (comprehensive) Q1: 12 Q2: 12 Q3: 12 Q4 : 12	Implement fully the Local Government tax audit plan.	Jul 2018-Jun 2019	R&DT

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Number of post clearance audit cases completed.	Post Clearance Audits (CSD): 110	134 Q1: 30 Q2: 40 Q3: 40 Q4: 24	Implement fully the post-clearance audit plan.	Jul 2018-Jun 2019	CSD
Number of times for updating the valuation data base.	4	4 Q1: 1 Q2: 1 Q3: 1 Q4: 1	Update valuation database. Conduct research on customs declared values for hardware products, spare parts, electronics and textiles and create Tariff Specification Codes. Develop a database for spare parts specifications and price. Engage brand representatives to share spare parts database.	Quarterly Quarterly Jul-Dec 2018 Jul 2018-Jan 2019	CSD
Number of visits to verify manufacturing processes for EAC and COMESA manufacturers.	2	3 Q2: 1 Q3: 1 Q4: 1	Carry out verification of manufacturing processes for EAC and COMESA manufacturers. Develop e-signature and print out.	Oct 2018-Jun 2019 Jan-Mar 2019	CSD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Number of public auctions in Customs.	12	16 Q1: 4 Q2: 4 Q3: 4 Q4: 4	Conduct public auctions on quarterly basis (4 every quarter).	Quarterly	CSD
Number of revenue investigations cases completed.	28	28 Q1 : 0 Q2 : 7 Q3 : 7 Q4 : 14	Conduct comprehensive tax investigations, gather facts and evidences of tax fraud and prepare investigation reports.	Jul 2018-Jun 2019	RI&ED
Number of strategic informants working with RRA.	35	40 Q1 : 10 Q2 : 10 Q3 : 10 Q4 : 10	Identify risky areas for recruiting strategic informants and recruit them.	Jul 2018-Jun 2019	RI&ED
Number of fraud cases prosecuted.	30	30 Q1: 5 Q2: 10 Q3: 5 Q4: 10	Identify fraud cases, compile evidences, prepare technical reports and forward them for prosecution.	Jul 2018-Jun 2019	RI&ED
Quantities of items whose values uplifted.	15	25 Q1: 5 Q2: 6 Q3: 7 Q4: 7	<ul style="list-style-type: none"> • Carryout intelligence sharing among counterparts in the partner states • Exchange of information on tax investigation matters in the region 	Jul 2018-Jun 2019	RI&ED

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
			<ul style="list-style-type: none"> Intelligence gathering on true values of items from other jurisdictions. 		
Number of intelligence risk based operations conducted.	16	20 Q1: 5 Q2: 5 Q3: 5 Q4: 5	Conduct intelligence based operations in Kigali and provinces and establish statements of offences.	Jul 2018-Jun 2019	RI&ED
Number of joint investigations with the sister revenue authorities.	0	2 Q2: 1 Q3: 1	<p>Conduct joint investigations with the sister revenue authorities.</p> <p>Prepare and share on quarterly basis country data on all consignments transacted through Single Customs Territory.</p>	<p>Jul 2018-Jun 2019</p> <p>Jul 2018-Jun 2019</p>	RI&ED
Amount of tax arrears collection.	LTO : Rwf 25.2 Bn	Rwf 25.2 Bn (6.3 Bn per quarter)	Carry out enforcement operations of tax arrears as provided in debt management manual.	Jul 2018-Jun 2019	LTO, SMTO, R&DT, CSD
	SMTO Kigali: Rwf 18.3 Bn	Rwf 24.2 Bn (6.05 Bn per quarter)			
	DTD Regions: Rwf 1.5 Bn	Rwf 6.8 Bn (1.7 Bn per quarter)			
	CSD: Rwf	Rwf 30.9 Bn (7.7 Bn per quarter)			

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
<i>Output/Sub-priority 1.2: Compliance campaigns conducted</i>					
Level of implementation of the annual work plan of the communication strategy.	78%	100% Q1: 20% Q2: 45% Q3: 75% Q4: 100%	Implement the annual work plan 2018/19 of the communication strategy and produce the related progress reports on quarterly basis. Conduct public awareness campaign on tax issues.	Jul 2018-Jun 2019 Jul 2018-Jun 2019	TPS
<i>Output/Sub-priority 1.3: Stakeholder partnership and collaboration strengthened</i>					
Number of new information exchange agreements and MOUs signed with key partners.	3	3 Q2: 1 Q3: 1 Q4: 1	Negotiate for signing MOUs and information exchange agreements with: <ul style="list-style-type: none"> • Germany • Switzerland • ATAF DTA Model 	Jul-Dec 2018 Dec 2018-Mar 2019 Apr-Jun 2019	L&BS
Total number of beneficiaries of the Authorised Economic Operator (AEO) Program.	28	31 Q2: 31	Conduct public awareness on AEO program and vetting of applicants. Conduct AEO National Technical Group Workshops.	Oct-Dec 2018 Quarterly basis	CRMD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Total number of Gold Card Scheme beneficiaries.	133	140 Q4: 140	Conduct recruitment of new Gold card Scheme beneficiaries.	Apr-Jun 2019	CRMD
<i>Output/Sub-priority 1.4: RRA litigation management improved</i>					
Number of new practice notes published.	6	6 Q1 : 2 Q2 : 2 Q3 : 1 Q4 : 1	Prepare and publish 6 practice notes.	Jul 2018-Jun 2019	L&BS
% of cases won by RRA to total tax related cases heard by Courts.	78%	78% Q1 : 78% Q2 : 78% Q3 : 78% Q4 : 78%	Handle on time appeal cases. Update database on court rulings and review all court cases lost by RRA to identify the reasons and propose mitigating measures. Share experience with other sister Revenue Authorities on some complex cases.	Jul 2018-Jun 2019 Jul 2018-Jun 2019 Jul 2018-Jun 2019	L&BS
Level of completion of e-litigation system development to track status of appeal and court cases.	User and system requirements.	Litigation information management system operational.	Carry out system development. Carry out system testing. Carry out system piloting and implementation.	Jul-Sept 2018 Oct 2018-Mar 2019 Apr-Jun 2019	IT

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
<i>Sub-priority 1.5: Tax laws reviewed and standardized</i>					
Number of tax legislations reviewed.	3	3	<p>Review the mineral tax law and the excise duty law to identify possible gaps.</p> <p>Draft the amendment of VAT law to enable charging VAT reverse charge on all imported services.</p> <p>Compile and publish updated version of existing tax laws and regulations.</p>	<p>Jul-Dec 2018</p> <p>Sept-Dec 2018</p> <p>April-May 2019</p>	L&BS
OUTCOME / STRATEGIC PRIORITY 2: IMPROVED VAT ADMINISTRATION					
Year on year percentage change in VAT collections.	11%	11.2%			DTD, CSD
<i>Output/Sub-priority 2.1: EBM strategy implemented</i>					
Number of VAT registered taxpayers having the EBM version 2 (EBM V.2.0).	2,960	<p>7,000</p> <p>Q1: 3,960</p> <p>Q2:4,960</p> <p>Q3:5,960</p> <p>Q4:7,000</p>	<p>Install EBM V.2.0 software to taxpayers' machines and provide training to machines' users.</p> <p>Activate Virtual Sales Data Controller (V-SDCs) and conduct awareness campaign.</p>	<p>Jul 2018-Jun 2019</p> <p>Jul 2018-Jun 2019</p>	CDTD'Office (EBM unit)

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Year-on-year percentage change in number of EBM invoices issued.	13%	15% Q1: 15% Q2: 15% Q3: 15% Q4: 15%	Conduct a consumer incentives pilot to test out effectiveness on EBM compliance.	Jul 2018-Jun 2019	CDTD'Office (EBM unit)
			Conduct EBM enforcement operations in Kigali City and Provinces.	Jul 2018-Jun 2019	
			Implement the EBM communication strategy.	Jul 2018-Jun 2019	
<i>Output/Sub-priority 2.2: VAT administration improved</i>					
Average number of days to issue a VAT refund.	Automatic refund: 52 days	30 days	Reinforce data matching of input/output VAT in order to quickly highlight risky taxpayers.	Jul 2018-Jun 2019	LTO, SMTO
	Audited refund: 292 days	90 days			
OUTCOME / STRATEGIC PRIORITY 3: WIDENED TAX BASE					
Year on year percentage change in total number of taxpayers in taxpayer registry.	15%	15%			DTD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
<i>Output/Sub-priority 3.1: EBM rolled out to non-VAT registered taxpayers</i>					
Number of non-VAT registered taxpayers having EBMs.	0	3,000 Q1: 200 Q2: 1,200 Q3: 2000 Q4: 3,000	Conduct certification of suppliers and devices. Roll out EBMs to 3,000 non-VAT registered taxpayers.	Jul-Sept 2018 Jul 2018-Jun 2019	CDTD'Office (EBM unit)
<i>Output/Sub-priority 3.2: Tax register expanded</i>					
Year on year percentage change in total number of VAT registered taxpayers.	19%	20%	Use third party information (data matching) and register for VAT, taxpayers with the required threshold turnover. Review CIT/PIT turnovers and register taxpayers with VAT turnover threshold.	Jul 2018-Jun 2019 Jul 2018-Jun 2019	SMTO, R&DT SMTO, R&DT
Year on year percentage change in total number of PIT and CIT registered taxpayers.	15%	15%	Implement business sector approach CIT/PIT registration. Use third party information (data matching) and identify potential taxpayers to be registered for income tax. Carry out unannounced field visits to check taxpayers' compliance.	Jul 2018-Jun 2019 Jul 2018-Jun 2019 Jul 2018-Jun 2019	SMTO, R&DT

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
<i>Output/Sub-priority 3.3: Local government tax/fees collection improved</i>					
Year on year percentage change in total local government revenue collection.	7.7%	13%	<p>Carry out enforcement of arrears for local government taxes and fees.</p> <p>Integrate data from four (4) external stakeholders (City of Kigali, WASAC, NIDA and RURA) into the Local Government Management System.</p> <p>Complete integration of the Geographic Information System (GIS) into the Local Government Management System.</p> <p>Finalise enhancement of the Local Government Management System.</p> <p>Develop guidance for a computer-based asset valuation system.</p>	<p>Jul 2018-Jun 2019</p> <p>Jul 2018-Feb 2019</p> <p>Jul-Dec 2018</p> <p>Jul 2018-Jun 2019</p> <p>Dec 2018-Jun 2019</p>	R&DT

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Year on year percentage change in total number of taxpayers for local government taxes.	18.5%	12%	Carry out local government taxpayer registration. Identify importers and exporters qualified for local government taxes but not registered, and take appropriate actions.	Jul 2018-Jun 2019 Jul 2018-Jun 2019	R&DT
OUTCOME / STRATEGIC PRIORITY 4: IMPROVED PROVISION OF TAXPAYER SERVICES					
Level of customer perception towards RRA services.	86.7%	88%			TPS
<i>Output/Sub-priority 4.1: Tax communication strategy implemented</i>					
Number of taxpayer education programs effectively implemented.	40	45 Q1: 10 Q2: 15 Q3: 10 Q4: 10	Educate taxpaying community, stakeholders and general public through consultative meetings, workshops, tax clinics, seminars, TAC, etc.	Jul 2018-Jun 2019	TPS
Celebration of Taxpayers Appreciation Day and RRA at 20 years.	Taxpayers' Appreciation Day 2017	Q1: Taxpayers Appreciation Day organized and RRA at 20 years celebrated.	Organize and celebrate Taxpayers Appreciation Day and 20 years of the RRA existence.	Jul-Sept 2018	TPS

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
<i>Output/Sub-priority 4.2: Customer feedback mechanism streamlined</i>					
Implementation level of the customer satisfaction survey recommendations on RRA service delivery.	0%	70% Q1: 10% Q2: 30% Q3: 50% Q4: 70%	<p>Monitor the implementation of recommendations from the customer satisfaction survey on RRA service delivery.</p> <p>Put in place and use software to monitor the implementation of RRA service charter.</p> <p>Monitor the implementation of the RRA Service Charter through regular visits to different RRA offices/departments,</p> <p>Carry out evaluation of the implementation of existing communication strategy.</p> <p>Carry out performance evaluation of the call centre to inform its resources needs.</p> <p>Activate RRA website- live chat.</p>	<p>Jul 2018-Jun 2019</p> <p>Jul 2018-Jun 2019</p> <p>Jul 2018-Jun 2019</p> <p>Aug-Sept 2018</p> <p>Nov-Dec 2018</p> <p>Jul-Sept 2018</p>	TPS

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
OUTCOME/STRATEGIC PRIORITY 5: STRENGTHENED INTERNAL CAPACITY AND COORDINATION					
Cost of collection ratio.	2.9%	2.8%			
<i>Output/Sub-priority 5.1: Human resources management strengthened</i>					
Level of staff satisfaction.	-	80%	<p>Conduct staff satisfaction survey and produce report.</p> <p>Implement the approved staff welfare projects.</p> <p>Ensure staff survey actions are implemented by at least 70%.</p> <p>Acquire and use the Integrated Human Resource Information System (HRIS).</p> <p>Conduct analysis of employee assistance programmes and identify supports for the RRA in counselling and advices services.</p> <p>Conduct succession planning exercise to identify pipeline for senior roles and gaps to be addressed.</p>	<p>Feb-Mar 2019</p> <p>Jul 208-Jun 2019</p> <p>Jul 208-Jun 2019</p> <p>Jul-Oct 2018</p> <p>Jul 2018-Mar 2019</p> <p>Apr-Jun 2019</p>	HRD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Number of RRA staff mentored and coached.	-	50	Implement coaching and mentoring policy.	Jul 2018-Jun 2019	HRD
		Q1: 5 Q2: 15 Q3: 15 Q4: 15	Ensure all departments conduct quarterly performance discussions with direct reports.	Jul 2018-Jun 2019	HRD
<i>Output/Sub-priority 5.2: Internal control systems, skills capacity and working environment strengthened</i>					
Level of designing the RRA's Future Operating Model.	Internal ideas generated and data gathered.	Q1- Q2: Procurement process for hiring consultant finalised.	Hire consultant to design RRA's Future Operating Model.	Jul-Dec 2018	CG's Office
		Q2- Q4: RRA Future Operating Model designed and presented to the BOD.	Design the RRA Future Operating Model.	Dec 2018-Jun 2019	
Implementation of ISO/IEC 27001:2013 Standard (Information Security Management Systems: ISMS) at RRA.	RRA not certified ISO 27001.	Q1: ISMS Risk Treatment Plan available and validated.	Formulate the Information Security Management Systems Risk Treatment Plan.	Jul-Sept 2018	CRMD
		Q2: Risk Treatment Plan implemented.	Implement treatment actions (projects).	Oct-Dec 2018	
		Q3-Q4: Certification audit.	Carry out internal audit, implementation of corrective measures and certification audit process.	Jan-Jun 2019	

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Percentage of fully implemented audit recommendations compared to the total number of recommendations to be implemented.	30%	60% Q1: 35% Q2: 45% Q3: 50% Q4: 60%	Monitor the implementation of internal and external audit recommendations and provide quarterly reports to the audit committee.	Jul 2018-June 2019	QAD
Number of internal audit reports prepared.	17	22 Q1: 5 Q2: 6 Q3: 6 Q4: 5	Conduct internal audit assignments and produce related reports.	Jul 2018-June 2019	QAD
Number of QMS audits conducted.	15	15 Q1: 3 Q2: 4 Q3: 4 Q4: 4	Conduct QMS audits, monitor the implementation of their recommendations and produce related reports. Conduct audit for ISO 9001: 2015 recertification to RRA.	Jul 2018-June 2019 Jul-Sept 2018	QAD
Number of RRA staff integrity investigation reports produced.	30	36 Q1: 9 Q2: 9 Q3: 9 Q4: 9	Carry out RRA staff integrity investigations and produce reports.	Jul 2018-Jun 2019	QAD
Level of annual implementation of integrity and anti corruption strategy.	-	100% Q1: 10% Q2: 40% Q3: 70% Q4: 100%	Implement annual action plan 2018/19 of the integrity and anti corruption strategy.	Jul 2018-Jun 2019	QAD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
			Conduct integrity perception survey	Jan-Mar 2019	
			Acquire asset declaration software.	Oct-Dec 2018	
% of staff training programs delivered as compared to the approved plan.	96%	100%	Implement RRA staff training plan.	Jul 2018-June 2019	Training Dept
			Streamline RRA collaboration and coordination in capacity building, with other Revenue Administrations.	Jul 2018-June 2019	
			Develop capacity building strategy.	Oct-Dec 2018	
Implementation level of risk mitigation strategies.	65%	70%	Monitor the implementation of risk mitigation strategies and produce quarterly reports.	Quarterly	CRMD
		Q1 : 45% Q2 : 55% Q3 : 65% Q4 : 70%			
Number of new risk management rules developed.	5	8	Develop rules based on financial statements analysis and possible changes in tax laws.	Jul 2018-Jun 2019	CRMD
		Q1 : 2 Q2 : 2 Q3 : 2 Q4 : 2			

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Level of the implementation of the RRA procurement plan.	93%	Annual: 95% Q2: 15% Q3: 85% Q4: 95%	Monitor the implementation of RRA procurement plan and present a report to SMT on quarterly basis.	Jul 2018-Jun 2019	A&LD
Level of renovation of the RRA/OAG/NEC complex.	-	Renovation works on ground floors, first floors and second floors of the OAG/RRA/NEC complex finalised.	Carry out tendering process for main contractor and supervising firm (publication, evaluation and contract award).	Jul-Sept 2018	A&LD
			Carry out preliminary works, site installation and construction of 1,000m ² temporary offices for RRA (600m ²), OAG (200m ²) and NEC (200m ²) staff as well as shifting.	Oct-Nov 2018	A&LD
			Execute interior and exterior works on the ground floors of the OAG/RRA/NEC complex.	Dec 2018-Jan 2019	A&LD
			Execute interior and exterior works on the first floors of the OAG/RRA/NEC complex.	Feb-Mar 2019	A&LD
			Execute interior and exterior works on the second floors of the OAG/RRA/NEC complex.	Apr-Jun 2019	A&LD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Level of implementation of the new integrated accounting system (SAGE X3).	90%	95%	Review and update the processes and procedure manual to align them to SAGE X3. Carry out SAGE X3 enhancements, support, Users' trainings and Certification.	Nov-Dec 2018 Jul 2018-Jun 2019	Finance
Number of Entity Financial statements	12	12	Produce and submit monthly financial statements. Produce and submit annual financial statement 2017/18.	Not later than 15 th day of the following month July 2018	Finance
Number of Revenue Accountability Reports	4	12	Produce and submit monthly/quarterly revenue accountability reports. Produce and submit annual revenue accountability statement 2017/18.	Not later than 15 th of the following month July 2018	Finance
Level of annual RRA budget execution.	94%	95% Q1: 15% Q2: 35% Q3: 65% Q4: 95%	Prepare the RRA revised budget for FY 2018/19 and submit it to MINECOFIN Prepare the RRA budget for FY 2019/20 and submit it to MINECOFIN.	December 2018 Feb-Mar 2019	Finance

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
			Prepare and submit monthly and quarterly budget execution reports.	Not later than 15 th day of the following month.	
<i>Output/Sub-priority 5.3: Sustainability and security of IT systems enhanced</i>					
Number of taxpayers using a single unified declaration form for PAYE, pension, medical contributions and maternity leave scheme.	600	1,500 Q1: 900 Q2: 1,100 Q3: 1,300 Q4: 1,500	Enroll taxpayers whose PAYE accounts have been checked and validated into PAYE, pension, medical and maternity leave unified declarations.	Jul 2018-Jun 2019	DTD
Level of implementation of data migration.	- Preparation of data migration technical specifications. - Extracting data from SIGTAS production to e-tax test environment for purposes of testing	Q1: Complete data migration for all taxpayers.	Carry out data migration for all taxpayers.	Jul-Sept 2018	DTD
Number of new stakeholders' systems integrated with e-tax system.	2 (MINECOFIN, NBR)	2 new integrations (RGB, RCA) Q2: 1 (RGB) Q3: 1 (RCA)	Carry out systems integration RRA-RGB to automate registration of local NGOs so as to have a single point of registration. Carry out systems integration RRA-RCA to automate registration of cooperatives so as to have a single point of registration.	Oct-Dec 2018 Jan-Apr 2019	DTD

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
Security of the data center.	ICT infrastructure and Power System upgraded, Automatic Fire Protection System in place, Physical access control and Disaster Recovery Site established.	IT systems sustainability and Business Continuity enhanced.	<p>Enhance the quality and quantity of storage capacity system.</p> <p>Upgrade Core Switches.</p> <p>Upgrade of the distribution's network switches.</p> <p>Acquisition of network load balancing equipment.</p> <p>Acquisition of active directory management tools and Dell Equipment (AD manager plus, AD Audit plus, Dell EMC ViPR SRM)</p> <p>Acquisition of Redhat satellite for server patching management</p> <p>Acquisition of secondary standby PABX server</p>	<p>Oct-Dec 2018</p> <p>Jan-Mar 2019</p> <p>Jan-Mar 2019</p> <p>Jan-Mar 2019</p> <p>Jan-Mar 2019</p> <p>Apr-Jun 2019</p> <p>Apr-Jun 2019</p>	IT
IT asset upgrade and licensing.	Operating systems, database engine, platforms systems and software licenses.	Maintenance of systems' licenses	<p>Acquire MS Project licenses.</p> <p>Maintenance of existing IT asset and licenses.</p>	<p>Jan-Mar 2019</p> <p>Apr-Jun 2019</p>	IT

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
			Settle ORACLE licensing pending issue.	Jan-Mar 2019	
Number of new agencies connected to electronic Single Window.	1	2 Q2: 1 Q3: 1	Interface Single Window with RURA to facilitate application thereof. Integrate airlines manifest.	Oct-Dec 2018 Jan-Mar 2019	CSD
Number of new customs automated processes.	4	4 Q1: 1 Q4: 3	Extend alert SMS on expired temporary importation to importers (consignee). Automate the advance ruling. Automate the Export Processing Zone. Develop online application for appeal in Customs.	Jul-Sept 2018 Apr-Jun 2019 Apr-Jun 2019 Apr-Jun 2019	CSD
<i>Output/Sub-priority 5.4: Research, data analysis, monitoring and evaluation strengthened</i>					
Number of research studies conducted.	4	4 Q2 : 1 Q3 : 1 Q4 : 2	Conduct survey on taxpayer perception of the RRA appeal system. Conduct a study to identify High Net Worth Individuals and their contribution to tax in Rwanda.	Oct-Dec 2018 Dec 2018-Feb 2019	Planning and Research

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
			<p>Conduct a study on impact of facilitating taxpayers through investment in IT solutions (impact and taxpayer perception).</p> <p>Update the assessment report of EBM impact on VAT collection.</p>	<p>Mar-Jun 2019</p> <p>Apr-May 2019</p>	
Number of research papers presented in regional/international forums.	2	<p>2</p> <p>Q2: 1</p> <p>Q4: 1</p>	<p>Organise the first RRA research day.</p> <p>Present at least 2 research papers in regional/international forums to strengthen expertise and knowledge sharing.</p>	<p>April 2019</p> <p>Oct 2018-Jun 2019</p>	Planning and Research
Number of implementation progress reports of TADAT action plan.	2	<p>2</p> <p>Q2: 1</p> <p>Q4: 1</p>	Coordinate and monitor the implementation of TADAT action plan and produce at least two related reports.	December 2018 and May 2019	Planning and Research
Number of RRA performance reports.	4	4	<p>Provide input in setting revenue targets.</p> <p>Prepare three RRA performance reports and report on RRA Key Performance Indicators.</p>	<p>Jul 2018-June 2019</p> <p>Quarterly</p>	Planning and Research

Performance indicators	Baseline 2017/18	Targets 2018/19	Activities	Timeline for implementation of each activity	Responsible department
			<p>Prepare and publish on RRA website the RRA annual activity report 2017/18.</p> <p>Monitor the implementation of RRA action plan 2018/19 and present at least two related reports to the SMT.</p> <p>Prepare and disseminate statistical information on revenue data and other publications.</p> <p>Upgrade operating system and enhance Data Warehouse and Business Intelligence System.</p>	<p>Jul-Dec 2018</p> <p>Jul 2018-Jun 2019</p> <p>Jul 2018-Jun 2019</p> <p>Oct 2018-Jun 2019</p>	
Approved RRA Action Plan 2019/20.	RRA Action Plan 2018/19.	Draft RRA Action Plan for FY 2019/20 prepared and ready for approval.	Prepare and submit for approval the RRA action plan 2019/20.	Dec-Apr 2019	Planning and Research
Approved RRA Strategic Plan 2019/20-2021/22.	The RRA Strategic Plan 2015/16-2017/18.	Q2: RRA Strategic Plan 2019/20-2021/22 prepared and ready for approval.	Prepare and submit for approval the RRA Strategic Plan 2019/20-2021/22.	Oct-Dec 2018	Planning and Research